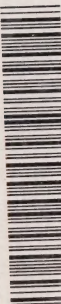


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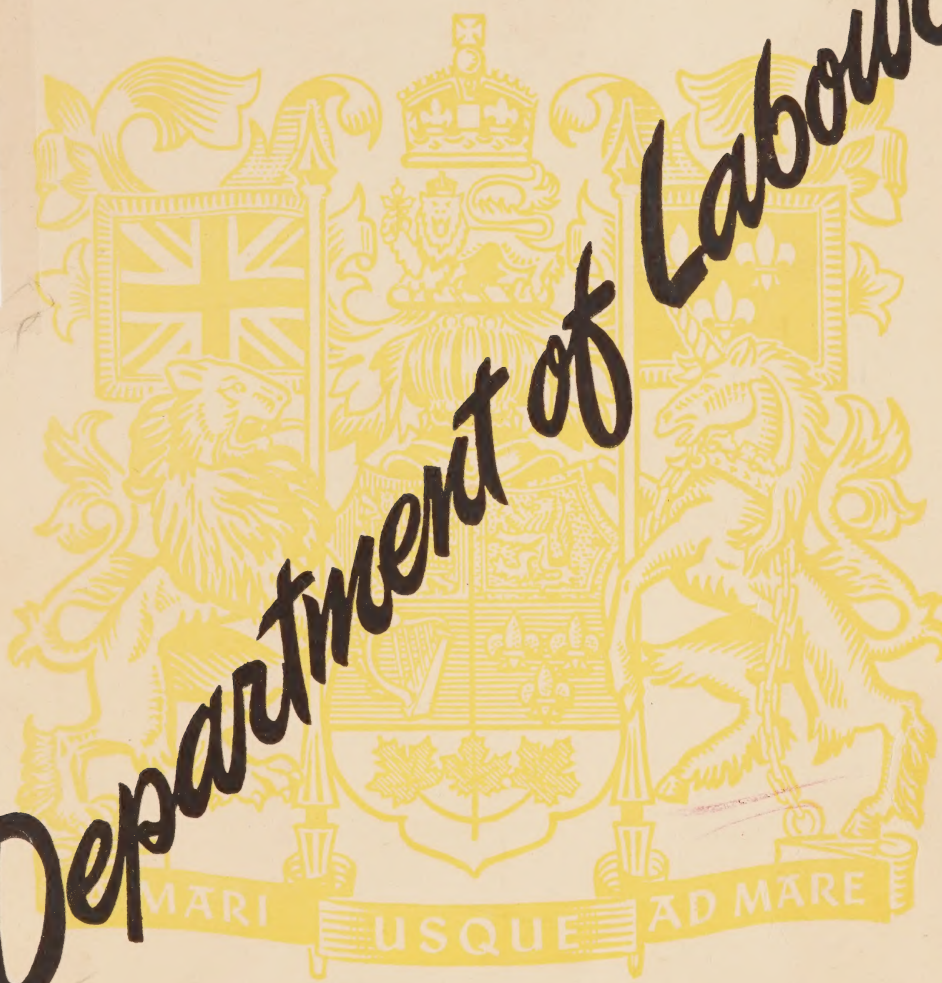
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# Department of Labour




Hon. Humphrey Mitchell  
minister





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—National Film Board photo

*Honourable Humphrey Mitchell, Minister of Labour.*

## Legislation Administered by the Department of Labour

The following statutes are administered by the Department of Labour: The Conciliation and Labour Act; The Fair Wages and Hours of Labour Act; The Government Annuities Act; The Vocational Training Co-ordination Act; and The Reinstatement in Civil Employment Act. The Fair Wages Orders in Council relating to Government contracts for equipment and supplies are enforced by the Department.

The Unemployment Insurance Act is administered by the Unemployment Insurance Commission, which reports to Parliament through the Minister of Labour; but an amendment to the Act adopted in 1946 makes the Commission responsible to the Minister in respect of the administration of the National Employment Service.

Pending the passage by Parliament of a labour relations Act the Wartime Labour Relations Regulations (Order in Council P.C. 1003) are operative. These Regulations suspended the Industrial Disputes Investigation Act.

Among the other wartime Orders in Council still being administered by the Department are several relating to the re-establishment of persons of Japanese origin.



## DEPARTMENT OF LABOUR

The Department of Labour was founded in 1900. At that time, the idea that it was an appropriate function of government to intervene, in the public interest, in the inter-play of the sometimes harsh forces of industrial economics, was only beginning to become established in Canada. With the growth of this concept, the Labour Department has steadily increased its services.

At its inception, the responsibilities of the Department were: to aid in the prevention and settlement of trade disputes; to produce statistical and other industrial information, in the interests of education; and to carry out the Fair Wages policy adopted by the Government to ensure proper conditions for workers engaged on contracts for Government construction and equipment.

Through the years, these basic duties have expanded, and others have been added; so that the Department of Labour is now charged with the administration of a considerable body of important social legislation. The scope of its emergency war-time powers extended to every man and woman engaged in the war effort. In particular, it conducted the wage control program and the mobilization of manpower under National Selective Service. It has now reconverted to peacetime conditions, but with a new status reflecting the increased concern over employment and industrial problems which is one of the characteristics of the post-war world.

Among the more important aspects of the Labour Department's work are the following:

- (1) Industrial relations (including the administration of collective bargaining and conciliation legislation, the promotion of labour-management production committees, and the administration of Fair Wages Policy in respect of government contracts);

- (2) Unemployment Insurance and the National Employment Service;
- (3) Vocational training;
- (4) Research and statistics;
- (5) Labour legislation research;
- (6) Publications and information;
- (7) Government Annuities.

To these may be added certain matters arising out of the war, such as the reinstatement of veterans in civil employment, and the re-establishment of Japanese. The Department also has special responsibilities in regard to immigration and the labour supply situation in agriculture, forestry and fishing. In the performance of many of its duties, the cooperation with Provincial Labour Departments, which contributed greatly to the war effort, has continued to be of importance.

## INDUSTRIAL RELATIONS

The development of four important principles may be noted in the Labour Department's approach to employer-employee relations in the field coming within federal jurisdiction.

There is first of all the principle of government assistance to help the parties to a dispute in reaching an agreement. Under legislation, dating from 1900, the Minister of Labour can enquire into the causes and circumstances of a dispute. On the application of either party, he can provide conciliation services. On the application of both, he can provide for arbitration of the matters at issue.

The second principle invokes the sanction of public opinion. The Industrial Disputes Investigation Act of 1907 provided that a board of conciliation and investigation might be established upon application of either of the parties to a dispute. Such a board consists of one member nominated by the employer, an-





—National Film Board photo

*Arthur MacNamara, C.M.G., LL.D., Deputy Minister of Labour.*

other by the workers, and a third, an impartial chairman, nominated by the first two members, or, on their failure to agree, by the Minister of Labour. The board investigates the dispute in question, and makes a report to the Minister containing its findings and recommendations. The report is made public, and while it is not binding, experience has proved that public opinion frequently influences the reaching of a settlement along the lines of the board's proposals. Under the Act, workers are forbidden to strike, and employers to declare a lockout, until after the report has been published.

This legislation lapsed in 1944, but its basic provisions were continued under the Wartime Labour Relations Regulations, P.C. 1003.

These Regulations also introduced a third principle, that of compulsory collective bargaining. They provide for a national Labour Relations Board, which has power to certify workers' representatives after satisfying itself that they represent the majority of the employees in the plant or unit concerned. The employer is then obliged to bargain collectively with the workers' representatives. If an agreement is not reached, the conciliation machinery that was developed under the I.D.I. Act can be invoked by either party.

In addition to establishing clear rights and procedures with respect to collective bargaining, the Regulations permit employees to change their bargaining representatives after a designated period of time.

The application of the principle of compulsory collective bargaining practically eliminated union recognition, formerly one of the major causes of strikes, as an issue in labour-management disputes.

The provisions of P.C. 1003 were set forth, with minor changes, in the draft bill which was introduced at the last session of Parliament, and has recently been re-introduced.



The fourth basic principle underlying the Labour Department's approach to employer-employee relations, is the encouragement of a spirit of cooperation within industrial establishments. P.C. 1003, and the draft labour bill, both stipulate that collective bargaining agreements reached following certification or conciliation must contain provision for an orderly procedure for the handling and final settlement of grievances involving the violation or misinterpretation of agreements. The effective functioning of such a procedure permits the settlement of many disputes which might otherwise lead to strikes.

In the interests of industrial peace and cooperation, the Department is also sponsoring, on a voluntary basis, the establishment of labour-management production committees. Some 550



*... Labour-Management Production Committees ... a medium whereby workers and management may pool their ideas. ...*

of these have so far been set up. They provide a medium whereby workers and management may pool their ideas with a view to improving productive efficiency, an end which is obviously in the interests of both parties.



In addition to promoting the formation of the committees, through a field staff, the Department helps to maintain them in successful operation through the provision of information services and other assistance. An advisory committee, consisting of representatives of leading employer and employee organizations, assists in the direction of this work.

Although nothing now remains of the wage control program administered by the Department during the war, jurisdiction in the field of wages having been returned to the provinces, the Department continues to operate the Fair Wages Policy originated in 1900, under which Government contractors must pay wage rates in accordance with schedules prepared by the Department or as otherwise provided.

The Department also recommends wage rates for the Government's "prevailing rates" employees.

During the fiscal year 1947-48, the Wartime Labour Relations Board (National), dealt with a total of 208 applications for certification of bargaining representatives, 50 of which had been carried over from the previous fiscal year. The Board issued 80 certificates designating bargaining representatives. A total of 43 applications were rejected by the Board and 52 were withdrawn by the applicants. Decision of the Board was pending on 33 applications at the end of the fiscal year.

Thirty representation votes were ordered by the Board during the fiscal period.

The conciliation machinery provided under P.C. 1003 was invoked in 129 cases in the fiscal year 1947-48. Of these cases, 36 were settled through the efforts of conciliation officers without recourse to board procedure. Of the 69 cases concerning which reports were received as of March 31, 1948, 45 settlements were effected either during board proceedings or subsequent to board reports. In only one case did a strike occur following receipt by the parties of the report of a conciliation board.

During the war, the work of the Wartime Labour Relations Board (National) was supplemented by provincial boards in most provinces. Provision was made for the appeal of a provincial board's decision to the national level.

Jurisdiction over war industries having reverted to the provinces, the various provincial boards are no longer part of the framework of the system established under P.C. 1003. Nevertheless, they continue to function in most provinces under similar provincial legislation.

## **UNEMPLOYMENT INSURANCE AND NATIONAL EMPLOYMENT SERVICE**

The purpose of unemployment insurance is to provide the worker with a measure of support, during times when he is without a job through no fault of his own though ready and able to work. A necessary adjunct to such a scheme is a system for providing the unemployed person with information as to available employment opportunities, and facilitating his placement in a suitable job. This can best be accomplished by means of a public employment service.

Canada's system of unemployment insurance and National Employment Service was introduced by legislation in the summer of 1940.

A three-man Unemployment Insurance Commission was appointed to administer the scheme, and employment offices were rapidly established in communities across the country, using wherever possible the facilities of the old provincially-administered employment service. When the exigencies of war required a full-scale mobilization of Canada's manpower, these local offices became the instrument of the National Selective Service program. To achieve the tremendous task of matching the nation's human resources with the incredible variety of war-time jobs that needed to be done, a comprehensive system of manpower controls was introduced; and, in administering this

program, with its succession of emergency requirements, the National Employment Service had its baptism of fire.

With the close of hostilities and the abandonment of controls, the Employment Service was thus well prepared to assume the function which had originally been contemplated for it—that of providing help on a voluntary basis to workers in search of jobs and employers in search of labour.

The Employment Service now consists of approximately 250 local offices, varying in size from the small unit serving a sparsely populated area, manned by a staff of three or four, to the large multisectioned branch located in a thickly-populated, heavily-industrialized metropolitan area operating satellite sub-offices and maintaining a staff of more than three hundred.

A man who wants work may obtain three types of service from his local employment office: first, he may find out what jobs are available; second, if nothing suitable is immediately to be had, and if he has fulfilled the statutory conditions, he may draw unemployment insurance benefit; and third, if there is no hope for him in the occupation in which he is skilled, he may obtain access to the necessary training in a new occupation.

Special consideration is given by the Employment Service to the needs of particular groups of workers. Thus, in addition to a Women's Division, which has been in existence from the start, there have been set up a Veterans Placements Division, an Executive and Professional Division, and a Special Placements Division, the latter section being concerned with the placement of handicapped persons, older workers, and young men and women entering the employment market for the first time.

Of particular importance to a nation's future welfare is the vocational guidance given to its youth. Of interest, therefore, is a recent extension of the work of the Special Placements Division in this field, the establishment of Youth Employment Centres in the cities of Toronto and Montreal. Set up in separate premises in attractive surroundings, these offices serve exclu-



sively the interests of young men and women. Staffed by specially-trained personnel, they are equipped to carry out the latest methods in psychometric testing and to give young applicants sound advice in their choice of a career. It is contemplated to establish similar centres in other cities.



—photo by Canadian Information Service

*. . . staffed by specially-trained personnel . . . to give young applicants sound advice in their choice of a career.*

Paralleling this work is the special assistance that is being given to older workers, through counselling, publicity, and a thorough canvassing of the employment market. An interesting step in this campaign has been the setting up in one of the larger cities of an Adult Counselling Service, which has proved effective in helping older workers to secure jobs.

In dealing with special or general employment problems, however, it is obvious that the successful execution of any plans

which may be laid depends on the human factor—on the way in which a succession of individual interviews are carried out between employment officers and job applicants. Employment officers have been taught that they must make each applicant feel that he is welcome, and that his needs are understood; that he is receiving full information about all the suitable vacancies; that he is being taken care of in a quick and efficient manner; and that his special problems are being given full consideration. Similar care and courtesy must be extended to employers.

Apart from its services to these two groups, however, the Employment Service performs another function which is of considerable national importance. This relates to policies to maintain high levels of employment and income. Through the employment offices, it is possible to estimate how many persons are out of work, and how many and what kind of jobs are open at any time in any locality or industry. The importance of this information cannot be over-estimated. It gives knowledge of danger spots as they appear, and provides the basis for remedial action.

As an example of a notable response by the Employment Service to a localized need, there may be cited the recent transfer of over 2,000 unemployed workers from the depressed Cape Breton area of Nova Scotia to the mines and factories of Ontario and Quebec. This orderly movement is in significant contrast to the futile wanderings of transient labourers in the early 'thirties.

Fortunately, however, most of the large-scale special projects that have had to be undertaken so far by the Employment Service have had as their object the relief of manpower shortages rather than unemployment. These projects have included the annual farm labour transfers, the campaigns to obtain workers for the mining, lumbering and construction industries, and the placement of immigrants.

Some idea of the scope of the activities of the Employment Service may be gleaned from the following facts:

1,500,000 jobs were filled through the National Employment Service in twenty-two months—January, 1946, to November, 1947.

421,146 of these jobs were found for veterans.

26,531 placements were made through the Special Placements Division for physically handicapped workers.

204 were for persons totally blind, 825 for persons totally deaf, and 53 for persons handicapped by double amputations.



*. . . the recent transfer of more than 2,000 unemployed workers from the depressed areas of Nova Scotia to the factories of Ontario . . .*

The number of unemployed persons registered at local offices declined from just under 200,000 during the winter of 1947 to less than 100,000 during the summer and autumn, rising again as the season of lowered activity returned.

It is important to note, from these figures, that even with high levels of prosperity in the country as a whole, unemploy-



ment was not—and cannot be—reduced to absolute zero. Thus unemployment insurance has already been utilized by many thousands of Canadian workers. From the time when initial payments were made up to the end of 1947, slightly over \$100,000,000 had been disbursed from the unemployment insurance fund in the form of benefit payments. (See Appendix 2).

However, the prevalence of favourable economic conditions has permitted the fund to continue to grow in size, until it now stands as a bulwark of \$430,000,000 against possible future economic reverses. This is an impressive sum, though one which could not hold up for long against conditions comparable to those of the early 'thirties.

As administrative experience has been gained, it has been found possible to extend the protection of unemployment insurance to occupations and industries which for technical reasons were not previously covered, including transportation by water and air, lumbering and logging, and most recently stevedoring. More than three million people are now covered.

The unemployment insurance program has been kept flexible, and several amendments have been made in the Act. At the 1948 Session of Parliament benefit and contribution rates were increased, so that the maximum benefit rate is now \$18.30 weekly instead of \$14.40 for an insured person with a dependent, and \$14.40 instead of \$12.30 for a single person. The maximum contribution rate is now 42 cents weekly for both employer and employee. Government payments continue to be one-fifth of the total employer-employee contributions. The insurable annual ceiling has been changed from \$2,400 to \$3,120 for monthly rated employees; there is no ceiling for hourly rated workers. Procedural changes have been made to speed up the payment of benefits.

Advisory committees, representative of workers and employers, exist for both the Employment Service and unemployment insurance. They have made valuable suggestions in

regard to the operation of the Act, and their future deliberations will help to shape the progress of this legislation.

## VOCATIONAL TRAINING

The Canadian Vocational Training Program is carried on under a co-operative arrangement between the Dominion Government and the provinces. Begun in 1937 under the Youth Training Act as a project to put unemployed young people in a position to better themselves, the program expanded vastly to meet the needs of war and its aftermath. Its continuing peacetime function, under the Vocational Training Co-ordination Act of 1942, has a somewhat broader base than the original youth training arrangement.

Under the program, agreements are entered into between the Dominion and the several provinces, whereby the actual instruction is given by the provinces with the Dominion sharing equally in the expense. A small head office is maintained by the federal Department of Labour, and there are regional directors in each province. A Vocational Training Advisory Council, representative of employers, organized labour, vocational education authorities, veterans' and women's organizations, gives advice on the program in general.

In the eleven years since the program's inception the total enrolment has been almost a million persons, of whom almost half a million were given training for war industry, or as tradesmen in the three branches of the armed forces, under the War Emergency Training Program. Under Canada's rehabilitation program, about 135,000 veterans have enrolled for courses to equip them for civilian life. Both these types of training, being national in scope, were undertaken at federal expense.

The provision of training for war and rehabilitation purposes constituted a major effort whose beneficial consequences to the nation's economy are incalculable. Throughout the war and reconversion periods the cry of industry was for more and more

skilled workers, and the building-up of a corps of specially trained men and women in response to this need will have a great effect on the country's future industrial development. It takes rank with the establishment of the Employment Service as a major contribution of the Department of Labour towards a smoothly functioning employment market.

Veteran's training is now in its last stages, only about 3,000 persons being still enrolled at the end of March, 1948. A remarkable variety of types of instruction have been given. Pre-matriculation training which was provided by special request of D.V.A. and the universities, has been very popular, and has



—National Film Board photo

*. . . remarkable variety of types of instruction . . .*

been used in most cases as a prelude to a university education under the Veterans' Charter. A large number of veterans have been trained for the various construction trades, for electrical or radio work, as motor mechanics, as machinists, for agriculture, or for business and commerce. Literally dozens of occupations are on the list of those for which facilities have been



provided, either in Canadian Vocational Training schools, in private schools, or in industry itself under a system of training on the job.

The future of the Canadian Vocational Training Program will be along five main lines, although all provinces are not at present participating in every phase of the program. These are as follows: (1) youth training and student aid; (2) assistance to vocational schools; (3) apprenticeship training; (4) supervisory training and (5) training of persons released from gainful employment.

(1) **Youth training and student aid:** The most widely used schedule of the Dominion-Provincial Youth Training Agreement has been devoted to student aid, and has been in effect in all provinces. Those eligible are nurses in training at hospitals, and students in a course leading to a degree at university, who have good academic standing, but who without financial assistance could not continue their course. It is left to the province to determine whether this assistance should be given as an outright grant, a loan, or a combination of both. (A special student aid fund contributed entirely by the Department of Labour gave assistance during wartime to over a thousand students in Medicine, Dentistry, Engineering and Science.)

The Youth Training Agreement is also being used in some provinces for a number of projects, consisting mostly of general and specialized agricultural courses, rural home-making and handicrafts, and other related subjects.

(2) **Assistance to Vocational Schools:** The underlying purpose of Dominion financial assistance in this project has been to enable the provinces to improve and extend their vocational training facilities to the end that Canadian youth everywhere should have equal opportunities in obtaining vocational education. An outright contribution of \$10,000 a year is made to each province, which may be supplemented by a further grant of

\$1,910,000, divided among the provinces according to population in the age-group 15 to 19, provided the province matches the grant dollar for dollar.

A special Dominion allotment of \$10,000,000 was made available to the provinces some time ago for capital expenditures for building and equipment. The full amount authorized has been taken up by most of the provinces; and under the allotment the Dominion recently approved projects submitted by the provinces for the construction of 107 new vocational schools, located as follows: Prince Edward Island, 1; Nova Scotia, 3; New Brunswick, 8; Quebec, 28; Ontario, 11; Manitoba, 15; Saskatchewan, 29; Alberta, 6; British Columbia, 6.

Particular use of the allotment has already been made in the Province of Quebec, which has embarked on a vigorous program of arts-and-crafts schools as well as technical schools.

Mention might be made here of the Technical Education Act of 1919, under which the Dominion Parliament authorized a contribution of \$10,000,000 to the provinces to be expended on vocational, technical or industrial education. All the provinces except Manitoba took advantage of their apportionments some years ago; but Manitoba is now making use of its unexpended balance.

(3) **Apprenticeship training:** Apprenticeship training agreements have been in operation in all provinces except Prince Edward Island and Quebec. In these two provinces apprentice training has been carried on for veterans at Dominion expense. There has been a steady expansion in the apprenticeship field, particularly for the building and construction industry.

An endeavour is now being made, through Dominion-provincial consultation, to achieve uniformity in the length of apprentice training for each trade in all provinces, and, as far as local conditions permit, a uniform syllabus of apprentice training and uniform standards of craft skill, in order to facilitate

the mutual acceptance of provincial apprentices' or journeymen's certificates and thereby increase the mobility of labour.

The number of trades designated under provincial legislation in each province is as follows: British Columbia, 23; Alberta, 13; Saskatchewan, 16; Manitoba, 15; Ontario, 13; New Brunswick, 23; Nova Scotia, 8.

The importance of class training for apprentices, both in practical work and in related technical instruction has been recognized in all provinces. There is provision in all provinces for the payment of weekly allowances to apprentices in full-time class training, the amounts ranging from \$11 to \$18 per week, depending on the marital status of the trainee and whether he is living away from home or not.

Special consideration has been given to veterans who have undertaken apprenticeship training, including some relaxation in the restrictions normally applicable to civilian apprentices, and full allowances to the veteran by way of trade credit for any experience he has had, either prior to enlistment or during his period of service.

Some 12,000 persons were undergoing apprenticeship training in the fall of 1947.

(4) **Supervisory training:** This type of training was accorded special publicity both in Canada and in the United States during the war years, its introduction in war industry and the armed forces having made possible substantial gains in efficiency. It lays down in systematized form the simple essentials of how to instruct, establishing general principles which may be applied to the teaching of almost any kind of job. Other phases of the program establish principles for job relations, job methods, and accident prevention.

(5) **Training of civilian workers:** The training of workers who have been released from gainful employment is carried on in co-ordination with the National Employment Service, which



may refer from its register of job applicants appropriate candidates for training who have been selected by a committee representing the province and the Employment Service.

Owing to the high levels of employment that have existed since the war, this type of training has not been used very extensively, only a few hundred persons having so far been referred by the Employment Service.

The scope of the scheme has been enlarged by an amendment to the Vocational Training Co-ordination Act, adopted at the 1948 Session of Parliament which provides that training need not be confined to those in receipt of unemployment insurance benefit.

## **RESEARCH AND STATISTICS, PUBLICATIONS AND INFORMATION**

One of the original responsibilities of the Department of Labour was the dissemination of information on industrial matters. It was decided that in the first instance that the vehicle for this information should be a monthly publication, and accordingly in September, 1900, the Labour Gazette made its first appearance.

Through the years this periodical has recorded the labour events of almost half a century — industrial disputes, labour-management relations, labour and social legislation, employment conditions, wages and hours, prices and the cost of living, the rise and development of trade unionism, and the economic mobilization of the nation for two world wars.

From its first issue the Gazette has confined itself to the recording of factual information, refraining at all times from editorial comment.

Copies of the Labour Gazette are distributed free of charge to the secretaries of trade union locals, and to certain public bodies and institutions. To the general public a nominal sub-

scription of \$1.00 a year is charged, with a special group rate of 50 cents, intended to encourage subscriptions by groups of students, trade union locals, or companies wishing to subscribe for their staffs. The total circulation, including both the English and the French editions, is about 20,000.

The format of the Labour Gazette was changed recently, to allow for a more attractive presentation of its material.

In 1943 an Information Branch was established, to provide a publicity service for the several activities of the Department. In addition to press releases, the Branch deals with inquiries, carries out advertising campaigns to inform the public concerning regulations, Employment Service projects, and other matters; sponsors the production of motion pictures on labour subjects by the National Film Board, and issues a semi-monthly bulletin to employers entitled **Two Minutes of Employment Facts**.

The Research & Statistics Branch collects information concerning wages, hours of work, strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, placement operations of the National Employment Service, occupations, conditions prevailing in the labour market on an industrial and geographical basis, and the trend of employment. Many special projects are also conducted.

The Branch has accumulated information over the years which is of the utmost value in any analysis of the country's economy. Most of this material is published in the Labour Gazette, while some appears in special publications.

Information concerning labour legislation both in Canada and abroad is compiled by the Labour Legislation Branch and made available through special publications and through the Labour Gazette.

A library of labour publications is maintained in the Department, the services of which are available to the general public.

## ANNUITIES

The Department of Labour has issued annuities under the Government Annuities Act since 1908. The purpose of the Act was to encourage habits of thrift, and a number of types of contract are available, either as deferred annuities, for purchase by younger persons desiring to provide for their old age, or as immediate annuities, for older persons who wish to obtain an immediate income in return for their accumulated savings.

The value of annuity that may be purchased under the Government scheme is limited to \$1,200.

In 1939 a system of group annuities was introduced to facilitate the establishment of pension plans in industry. This plan has proved very popular.

Since 1908 the number of annuities sold has exceeded 200,000. The number of contracts in effect on March 31, 1947, was 173,254, of which annuity payments were being made on 38,754, and deferred under 134,500. There were 612 group contracts, under which 70,996 registrations were in effect at the date under review.

The value of all outstanding annuities at March 31, 1947, was \$357,161,953; and in order to maintain a corresponding reserve it was necessary to transfer the sum of \$977,069.58 during the fiscal year.

By Order in Council the rate of interest used in computing the purchase price of annuities was lowered this year from four to three per cent.

## FARM LABOUR PROGRAM

During the war and post-war years special measures have been necessary to deal with shortages of agricultural labour, and thus to assist Canadian farmers in their magnificent achievement of maintaining and increasing food supplies.



In co-operation with the provinces, a farm labour program was developed in the early war years under which the Dominion entered into agreement to render financial assistance to the provinces in recruiting and placing labourers on farms. The facilities of the National Employment Service were used, in co-ordination with the field staffs of provincial departments of agriculture, and local farm committees organized by them.

The most important accomplishment in this field has been to increase the mobility of farm workers, both locally, inter-provincially, and internationally. Large-scale exchanges of farm labour have taken place each year between Eastern and Western Canada; while movements across the United States border have helped to relieve emergency labour conditions in several states and provinces.

Extra help was made available to Canadian farmers during the war years by the use of prisoners of war, conscientious objectors, and members of the armed forces on leave. At present the main source of supply of additional farm workers is through immigration.

During the war the federal responsibilities in connection with this program were handled by National Selective Service. They are now administered by the Agriculture, Forestry and Fisheries Division of the Labour Department.

### IMMIGRATION

Canada's post-war immigration program has been a matter of considerable interest to the Department of Labour, which has supplied information and advice as to the absorptive capacity of the various industries, and as to the employment standards that should be met by the employers of immigrant labour from Displaced Persons' camps. The Employment Service has been active in the placement of immigrants.

The Deputy Minister of Labour is joint chairman of an Inter-departmental Committee on Immigration, which includes also representatives of the Immigration Branch of the Department of

Mines and Resources. A senior official of the Department has been stationed in Europe in recent months to assist in the selection of immigrants from D. P. camps; and other officers are on duty in Immigration Offices in the United Kingdom to advise intending immigrants of prospects for employment, and when practicable to arrange for placement prior to departure.



*. . . post-war immigration . . . from displaced persons camps.*

Canada's immigration program has been successful in relieving labour shortages in a number of hard-pressed industries, in particular agriculture and logging. There were 64,000 immigrants in 1947, and 100,000 are expected in 1948, including 10,000 to be transported by air from the United Kingdom. Arrivals of Displaced Persons numbered 12,500 up to June 15, 1948, and the total of authorized admissions was recently raised from twenty to thirty thousand.

### INTERNATIONAL LABOUR ORGANIZATION

Canada has been a member of the International Labour Organization since its inception in 1919. The ILO is an inter-gov-

ernmental organization, formerly associated with the League of Nations, but now within the framework of the United Nations.

It has as its object the improvement of world labour conditions by the fixing of international minimum standards. It proceeds through an annual conference, attended by representatives of labour and management as well as government in each country, at which Conventions are adopted dealing with labour subjects. Steady progress has been made in the implementation of these Conventions by national legislation, close to 1,000 ratifications having so far been made by the member countries of the 50-odd Conventions that are in force.



*Honourable Humphrey Mitchell, Canadian Minister of Labour, left, President of the 1946 Conference of the International Labour Organization in Montreal, and Edward J. Phelan, Director-General of the International Labour Office, authenticate with their signatures seven international instruments adopted by the Conference.*

In Canada the Labour Department is responsible for relations with the ILO. Since much of the subject matter of International Labour Conventions falls within provincial jurisdiction, the De-



partment transmits information to the provinces on the work of the ILO and encourages their participation therein.

The 31st Session of the Conference, at San Francisco in June, 1948, had on its agenda such matters as freedom of association, collective bargaining, wages, vocational guidance, night work of women and children, and employment service organization. Canada was represented by a tripartite delegation, and representatives of some of the provincial governments.

## **RE-ESTABLISHMENT OF VETERANS**

To protect the right of veterans to return to their former jobs, the Re-instatement in Civil Employment Act was adopted in 1942. It was found that the administration of this Act presented very few problems, since almost all employers were anxious to comply with its provisions. There have been only half a dozen cases in which prosecution was necessary.

## **DOMINION-PROVINCIAL CO-OPERATION**

The foregoing account of the activities of the Department of Labour will have indicated the importance of harmonious relationships between the Dominion and provincial authorities in labour matters. Dominion-provincial co-operation in this field has, in fact, been of a high order. In its work in regard to industrial relations, vocational training, farm labour, the ILO, and other subjects, the Labour Department's dealings with the provinces have ranged from friendly discussion of problems of mutual concern, to actual administrative or financial co-operation. (The table in Appendix 1 indicates the extent of federal financial aid to the provinces in labour matters during the last two fiscal years.)

When the Labour Department was drafting the provisions of the Industrial Relations Bill, a meeting was held in Ottawa between the Dominion and Provincial Ministers of Labour to consider its principles, and this discussion was continued by

correspondence. To this practice of joint consultation may be attributed the fact that most of the provinces have adopted or are planning to adopt legislation along the lines of the federal bill.

Another fruitful form of joint discussion is through the Canadian Association of Administrators of Labour Legislation, which resumed its annual sessions in Ottawa early in May, 1948, after a lapse since 1943. Formed in 1938, the objects of this organization, which consists of all Dominion and Provincial Departments or Boards charged with the administration of any labour law, are to promote higher standards of labour law administration and enforcement, and to bring about greater uniformity in the legislative standards of the provinces through the exchange of information and by annual conference.

# Appendix 1

## SUBSIDIES, GRANTS, ETC., TO PROVINCIAL GOVERNMENTS 1946-47

Province	Grants	Vocational Training	Recruiting & Placing Labourers on Farms	Technical Education Act	Other	Total
P.E.I.....	\$ 85,300.06	\$ 76,704.83	\$ 1,715.92	.....	.....	\$ 163,720.81
N.S.....	50,349.08	949,779.51	9,714.18	.....	.....	1,009,842.77
N.B.....	71,035.99	696,815.88	2,768.15	.....	.....	770,620.02
Quebec.....	595,462.25	1,839,731.39	12,711.10	.....	\$ 4,439.11	2,452,343.85
Ontario.....	1,168,000.00	4,387,361.60	128,628.89	.....	\$ 110,954.31	5,794,944.80
Manitoba.....	.....	613,390.53	18,143.07	\$ 25,425.85	105.78	657,065.23
Sask.....	47,044.03	740,876.50	34,775.27	.....	.....	822,695.80
Alberta.....	244,352.96	1,030,476.52	53,044.94	.....	.....	1,327,874.42
B.C.....	178,210.01	651,270.24	38,474.38	.....	.....	867,954.63

## 1947-48

P.E.I.....	\$ 10,000.00	\$ 42,120.06	\$ 2,496.50	.....	.....	\$ 54,616.56
N.S.....	28,041.95	606,177.50	6,509.02	.....	.....	640,728.47
N.B.....	22,829.59	453,165.55	3,739.04	.....	.....	479,734.18
Quebec.....	2,108,424.01	1,473,110.48	11,073.00	.....	\$ 42.03	3,592,649.52
Ontario.....	589,000.00	1,673,963.48	85,596.83	.....	.....	2,348,560.31
Manitoba.....	46,096.60	391,028.62	15,486.23	\$ 34,235.49	.....	486,846.94
Sask.....	93,559.07	421,536.98	21,763.38	.....	.....	536,859.43
Alberta.....	241,044.54	367,275.96	33,613.39	.....	.....	641,933.89
B.C.....	85,842.56	405,093.72	19,050.16	.....	.....	509,986.44
TOTAL FOR DOMINION IN 1946-47 and 1947-48.....						\$23,158,978.07



**UNEMPLOYMENT INSURANCE COMMISSION**

**NUMBER OF BENEFICIARIES** (as supplied by Dominion Bureau of Statistics)

**BENEFITS PAID** (as supplied by Dominion Bureau of Statistics)

Dec. 31, 1947 (U.I.C. figure — no provincial breakdown)







OTTAWA:  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.  
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